

Message Text

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C O N F I D E N T I A L STATE 175101

HOLD FOR OPENING OF BUSINESS - BELGRADE FOR USDEL CSCE

E.O. 11652: GDS

TAGS: CSCE, NATO

SUBJECT: CSCE/CBMS - SWEDISH DRAFT RESOLUTION

REFS: A. USNATO 5949; B. BELGRADE 4369; C. STATE 130472;
D. STATE 46448; E. STATE 119099; F. STATE 136929;
G. BELGRADE 4974

1. THE SWEDISH DRAFT RESOLUTION ON CBMS INFORMALLY
CIRCULATED TO NATO BY THE NORWEGIANS (REFTEL A) IS AN
INTERESTING AND CONSTRUCTIVE CONTRIBUTION TO THE DEVELOP-
MENT OF ALLIED THINKING ABOUT CBMS FOR BELGRADE. IF
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SUPPORTED BY THE OTHER NNAS, IT WOULD REPRESENT A SIGNIFI-
CANT DOWNSWING IN WHAT THE NNAS CONSIDER ACHIEVABLE AT
BELGRADE. WE WILL BE INTERESTED IN THIS REGARD TO LEARN
OUTCOME OF CONSULTATIONS AMONG NNA CBM EXPERTS IN BELGRADE
(PARAGRAPH EIGHT OF REFTEL G)- IF, AS SUGGESTED BY USDEL
CSCE (REFTEL B), SWEDISH BEAFT COULE MAIN MEETING, THE
THE TRAFFIC WILL FINALLY BEAR AT THE MAIN MEETING, THE

WARNING IS CLEAR TO THE ALLIES THAT THE INITIATIVES WHICH THEY WILL ADVANCE OR SUPPORT AT BELGRADE MUST BE PRACTICAL, NEGOTIABLE MEASURES APPEALING TO THE NNAS AS VIABLE AND TO THE WARSAW PACT AS MINIMALLY DAMAGING, I.E., ACCEPTABLE SO AS TO OBTAIN A QUID-PRO-QUO IN OTHER CSCE BASKETS.

2. FOLLOWING ARE OUR SPECIFIC COMMENTS:

A. PRIOR NOTIFICATION OF SMALLER-SCALE MILITARY MANEUVERS: THIS IS AN EXTREMELY GENERAL FORMULATION WHICH WOULD NOT PROVIDE MUCH IF ANY "DEVELOPMENT" OR "STRENGTHENING" OF THIS CBM. WE BELIEVE LANGUAGE WITH MORE TEETH COULD BE DEVELOPED WHILE STILL NOT REWRITING FINAL DOCUMENT; I.E., AT A MINIMUM, IT COULD ENCOURAGE FULLER IMPLEMENTATION; ALTERNATIVELY, IT COULD BOTH DEFINE SMALLER-SCALE MANEUVERS AND STRENGTHEN THE OBLIGATION TO NOTIFY THEM, PERHAPS ALONG LINES OF THE ILLUSTRATIVE TEXT CONTAINED IN SEPTTEL FOR JULY 27 POLADS MEETING.

B. RELEVANCY OF NOTIFYING SMALL MANEUVERS CARRIED OUT CLOSE TO EACH OTHER IN TIME AND SPACE, AND UNDER THE SAME OPERATIONAL COMMAND: THIS IS RESPONSIVE TO CONCERNS RAISED WITH US IN BILATERAL DISCUSSIONS WITH YUGOSLAVS AND WE BELIEVE THIS CONCEPT TO BE RELEVANT AND CONSTRUCTIVE CONTRIBUTION WHICH WE COULD PROBABLY SUPPORT.
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HOWEVER, THE SWEDISH LANGUAGE IS RATHER IMPRECISE AND MAY BE INSUFFICIENT TO THE PURPOSE. WE WOULD WELCOME ALLIED VIEWS. ONE SUGGESTION MIGHT BE TO SUBSTITUTE "PARTICULARLY RELEVANT TO AND DESIRABLE FOR" FOR "RELEVANT TO" IN THE SWEDISH DRAFT. EVEN THIS AMENDMENT, HOWEVER, WOULD NOT CREATE AN OBLIGATION TO GIVE PRIOR NOTIFICATION OF COORDINATED, CONCURRENT SMALLER MANEUVERS WHOSE COMBINED TROOPS TOTAL IS 25,000 OR MORE, WHICH IS PROBABLY THE YUGOSLAV OBJECTIVE.

C. GUIDELINES REGARDING PROCEDURES AND CONDITIONS FOR PARTICIPATION OF OBSERVERS. AGAIN THIS IS RATHER VAGUE LANGUAGE WHICH WE BELIEVE COULD BE STRENGTHENED ALONG LINES SUGGESTED IN EARLIER CABLES ON THE SUBJECT (SEE REFTELS D AND E AS REQUIRED). WE BELIEVE WE COULD SUPPORT IN PRINCIPLE ALL THE POINTS IN THE SWEDISH DRAFT.

D. PRIOR NOTIFICATION OF MILITARY MOVEMENTS. THIS SUBJECT IS UNDER ACTIVE CONSIDERATION HERE; SEE REFTEL F FOR CURRENT GUIDANCE AS APPROPRIATE. HOWEVER, WE BELIEVE ALLIES SHOULD RESTRICT THEIR COMMENT AT THIS TIME TO TELLING THE SWEDES THAT THE SUBJECT IS UNDER ACTIVE

CONSIDERATION WITHIN THE ALLIANCE.

E. PROMISE OPENNESS WITH REGARD TO THE MILITARY BUDGETS:
THIS IS VAGUE, HORTATORY LANGUAGE WHICH DOES NOT APPROACH
THE SPECIFIC OBLIGATIONS ON MILITARY BUDGET REPORTING
WHICH WE HAVE BEEN SUPPORTING IN UN CONTEXT AND SETS NO
STANDARDS AGAINST WHICH PERFORMANCE COULD BE JUDGED.
WHILE WE PROBABLY COULD SUPPORT IN PRINCIPLE THIS
SWEDISH FORMULATION, WE WONDER WHETHER ALLOWING SOVIETS

OFF THE HOOK SO EASILY IS A GOOD IDEA. WE ARE CON-
SIDERING THE ADVANTAGES AND DISADVANTAGES OF SUGGESTING
A MORE MEANINGFUL FORMULATION TO THE SWEDES AND WILL
INFORM THE MISSION WHEN WE HAVE REACHED CONCLUSIONS.
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